

**Limited Amendment TranPlan 21 to Comply with  
SAFETEA-LU: Draft Policy Statement and Supporting  
Background Material**

*Task 2.8 – Strategic Highway Safety Plan*

draft  
**Report**

*prepared for*

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*prepared by*

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## Draft Policy Statement – Strategic Highway Safety Plan

SAFETEA-LU requires state Long Range Transportation Plans to develop policies that help improve transportation system safety and develop a transportation safety element that is consistent with a state's Strategic Highway Safety Plan (SHSP). Specific sections presented in this report include a description of the new planning regulations published in February, 2007; work recently completed by MDT as part of both the latest *TranPlan 21* and the recently completed Montana Comprehensive Highway Safety Plan (Montana CHSP); and recommended actions for MDT compliance with the new planning regulations.

### ■ Federal Policies

#### SAFETEA-LU Requirements

The security and safety planning provisions from previous federal requirements were decoupled in SAFETEA-LU with each receiving more emphasis in the state long-range transportation planning process. The specific SAFETEA-LU language for this requirement follows:

- **23 CFR Section 450.206(a)** – Each State shall carry out a continuing, cooperative, and comprehensive statewide transportation planning process that provides for consideration and implementation of projects, strategies, and services that will address the following factors: (2) Increase the safety of the transportation system for motorized and non-motorized users;
- **23 CFR Section 450.214(d)** – The long-range statewide transportation plan should include a safety element that incorporates or summarizes the priorities, goals, countermeasures, or projects contained in the Strategic Highway Safety Plan required by 23 U.S.C. 148.

The MPO long range plans also must address increasing the safety of the transportation system as part of their plan and their process should be consistent with the state SHSP. SAFETEA-LU provides that states must develop a Strategic Highways Safety Plan, in consultation with various other safety agencies, to be able to obligate safety funds and realize flexibility to expend up to 10% Highway Safety Improvement Program apportionment on behavioral strategies. The SHSP must include engineering, education, enforcement, and emergency services elements. The plan is required to identify and analyze highway safety problems and develop strategies to reduce the problems. The SHSP must be approved by the Governor of the State or a responsible State agency. The State of Montana has developed and approved a SHSP that meets the requirements. The Montana plan is called the Montana Comprehensive Highway Safety Plan (CHSP).

## ■ Montana's Ongoing Safety Planning Efforts

### Safety Elements of *TranPlan 21*

The *TranPlan 21 2002 Update*, includes policy goals on *Traveler Safety* along with a series of actions to implement these goals. A listing of these actions follows:

- **Policy Goal A** – Reduce the number and severity of traffic crashes on Montana's roadways.
- **Action A.1** – Review and strengthen the procedures for identifying and defining safety deficiencies and needs at the project planning and development levels by establishing a “reconstruction with safety” improvements category.
- **Action A.2** – Conduct a highway safety management self-assessment and implement the recommendations.
- **Action A.3** – Implement the 1999 Access Management Project recommendations for approach permits as priority and the other components of the recommended program.
- **Action A.4** – Consider results of the 2002 Montana Bicycle Safety Study in addressing bicycle safety issues.
- **Action A.5** – Conduct an assessment of the Safety Management System information collection and reporting needs to improve efforts to address traveler safety issues.
- **Action A.6** – Address safety requirements, including both driver fatigue and personal safety, in updates to the Rest Area Plan.
- **Action A.7** – Conduct a study of pedestrian safety conditions and needs.
- **Action A.8** – Continue to monitor and evaluate animal and vehicle crash mitigation research methods and projects in Montana.
- **Policy Goal B** – Provide leadership and coordinate with other Montana agencies to improve traveler safety.
- **Action B.1** – Establish and maintain high-level statewide interagency coordination to improve traveler safety and develop an agenda for action.
- **Action B.2** – Provide leadership and support to implement the results of Action B.1
- **Action B.3** – Continue providing ongoing leadership in air traveler safety.

### MDT Safety Programs

In addition to MDT, several state agencies have roles and responsibilities in safety planning in Montana including the Montana Department of Health and Human Services, Department of Justice, Office of Public Instruction, Montana State University, and the Montana Department of Fish, Wildlife, and Parks. MDT manages several programs

involving traffic safety including the *Montana Comprehensive Highway Safety Plan (CHSP)*, the Montana 402 Program, Highway Safety Improvement Program (HSIP), Traffic Records Strategic Plan, and the Motor Carrier Safety Assistance Program (MCSAP). More detail on the CHSP, MCSAP, and the Traffic and Safety Bureau is provided below.

### ***Montana Comprehensive Highway Safety Plan (CHSP)***

MDT completed the *Montana Comprehensive Highway Safety Plan (CHSP)* in September 2006. The CHSP was designed to address the State's highway safety needs and reduce the number and severity of crashes and their consequences. It was developed by MDT in collaboration with other federal, state, local agencies, tribal governments and other safety stakeholders working through a multi-agency CHSP committee. The CHSP was developed in accordance with the requirements established in SAFETEA-LU.

MDT designed and implemented the consultation and participation process to support the CHSP. The process was comprehensive and meets many of the SAFETEA-LU requirements for new consultations. Stakeholder participants in this process included Federal, state, and local agencies and representatives include the Federal Highway Administration (FHWA), Federal Motor Carrier Services, and National Highway Traffic Safety Administration (NHTSA); the Montana Highway Patrol, Montana Motor Vehicle Division, Montana Office of Public Instruction, Montana Department of Justice, Montana Department of Public Health and Human Services, and Office of the Court Administrator; the state's Metropolitan Planning Organizations (Yellowstone County Board of Planning, Great Falls Planning Board, and Missoula Consolidated Planning Board); and the Blackfeet, Confederated Salish and Kootenai, Crow, Chippewa Cree, Little Shell, Fort Peck Tribes, and other safety stakeholders.

MDT's vision for the CHSP established a unifying focus for the planning effort to ensure that "All highway users in Montana arrive safely to their destinations." The goals for this vision include reducing Montana statewide fatality rates from 2.05 per 100 million VMT in 2004, to 1.79 per 100M VMT by 2008, and 1.0 per 100M by 2015. In addition, by reducing the fatality rate to 1.0 per 100M VMT by 2015, Montana's incapacitating injuries will fall from 1,700 in 2005 to 950 by 2015. The following summarizes MDT's CHSP emphasis areas and associated strategies designed to meet this intended vision and goals.

#### **Emphasis Area #1. Safety Belt Use CHSP Strategies**

1. Enact a Primary Safety Belt Law.
2. Conduct Targeted Education/Enforcement in Low Belt Use Locations.
3. Implement a Safety Belt Use Incentive Programs.

#### **Emphasis Area #2. Alcohol and Drug Impaired Driving CHSP Strategies**

1. Establish Stronger Penalties for BAC Test Refusal.
2. Monitor DUI Offenders.

3. Add Notice onto CMV License for any Incidence of Failed Drug/Alcohol/DUI Test.

**Emphasis Area #3. Native Americans CHSP Strategies**

1. Establish Systems/Policies to Support Data Sharing among Tribal, State, Local Entities.
2. Encourage Cross-Deputization of Law Enforcement among Tribal, State, Local Entities.
3. Adopt Uniform Traffic Codes Incorporating Montana Statutes.
4. Provide POST Credits for Tribal and BIA Officers.
5. Develop Comprehensive Safety Plans for Each Reservation, Incorporating or being led by DUI Task Force.

**Emphasis Area #4. Single Vehicle Run-Off-The-Road Crashes CHSP Strategies**

1. Establish a Comprehensive, Multiagency Policy in High-Incidence Locations.
2. Conduct Targeted Public Awareness Campaigns Re: Single Vehicle ROR Crashes in Montana.

**Emphasis Area #5. Traffic Records Management CHSP Strategies:**

1. Implement the Action Plan in Traffic Records Strategic Plan.
2. Facilitate Electronic Data Capture.
3. Establish a D8ta Warehouse.
4. Encourage Tribal Data Sharing.

**Emphasis Area #6. Young Drivers CHSP Strategies**

1. Reintroduce Traffic Safety Education in Elementary and Junior High Schools.
2. Enact a Primary Safety Belt Law.
3. Provide Affordable/ Accessible Drivers Education in all Schools.
4. Develop a Role and Strategy for Law Enforcement in Graduated Drivers License.

**Emphasis Area #7. High Crash Corridors/High Crash Locations CHSP Strategies**

1. Review Guidelines for Pavement and Shoulder Widths/Review Side Slopes.

2. Develop Guidelines Six-Inch Pavement Markings/Longer-Lasting Pavement Markings.
3. Conduct Road Safety Audits.
4. Implement ITS Technologies.
5. Conduct Proactive Safety Efforts.

**Emphasis Area #8. Truck Crashes CHSP Strategies**

1. Conduct a Motor Carrier Industry Training Survey.
2. Facilitate Inspector Certification.
3. Facilitate Compliance Review and Safety Audit Certification.
4. Provide Training for New Commercial Carriers.

**Emphasis Area #9. Emergency Medical Services (EMS) Delivery CHSP Strategies**

1. Develop and Implement an EMS System Plan.
2. Ensure qualified EMS personnel are available in sufficient numbers throughout the state.
3. Enhance Capabilities for Medical Response to Disaster.
4. Enhance EMS Education System.
5. Facilitate EMS Communications.
6. Conduct EMS Public Education and Information Programs.
7. Conduct Injury Prevention Awareness Efforts.
8. Provide Enhanced Trauma System and Facilities.
9. Establish an EMS Information System.

MDT also identified emphasis areas to be developed in the future including: Emphasis Area #10. Urban Area Crashes, Emphasis Area: #11. Motorcycle Crashes : and Emphasis Area #12. Older Driver Crashes.

***Motor Carrier Safety Assistance Program (MCSAP)***

The Motor Carrier Services Division regulates commercial motor carrier industry operators in Montana and enforces state and federal commercial and agricultural motor carrier laws, rules, and regulations. The MCS houses the Motor Carrier Safety Assistance

Program (MCSAP). MCSAP inspectors conduct on-site Compliance Reviews and New Entrant Safety Audits on motor carrier operators to assure compliance with state and federal safety law and regulations. MCSAP inspectors also conduct vehicle and driver inspections at weight station locations. The MCSAP was previously part of the Highway patrol but has been shifted to the MCS since the 2002 update of *TranPlan 21*.

### ***Traffic and Safety Bureau***

Since the 2002 update of *TranPlan 21*, the Traffic and Safety Bureau has been shifted to MDT's Planning Division. The Traffic and Safety Bureau is responsible for providing management, design, and technical support for managing and coordinating the highway safety improvement and railroad crossing safety improvement programs. It develops and reviews plans and specifications for geometric features, signing, pavement marking, electrical and highway safety improvement projects. The Traffic and Safety Bureau also performs traffic and safety engineering investigations.

## ■ **Proposed *TranPlan 21* Amendments**

The *Traveler Safety* policy statement goals and actions, presented by MDT in *TranPlan 21 2002 update*, were carried forward and used as the basis for forming the initial outline of the state's CHSP. Through significant stakeholder outreach and planning (including the formation of and consultation with a multi-agency CHSP committee), MDT developed the detailed objectives, vision, and emphasis areas identified for implementation of the State's CHSP. Many of the actions have been or are in the process of being implemented by MDT as part of the CHSP planning process which is ongoing and compliant with SAFETEA-LU requirements.

As part of this Limited Amendment of *TranPlan 21*, new policy action items will be added to incorporate the priorities, goals, vision, and actions contained in the Montana CHSP. The revised and new policy statements are intended to supplement the *Traveler Safety* language presented in the previous *TranPlan 21* while mirroring the emphasis areas and actions defined in the Montana CHSP.

The following actions under *Traveler Safety Policy Goal A* will remain unchanged in this Limited Amendment of *TranPlan 21*:

- **Action A.1** - Review and strengthen the procedures for identifying and defining safety deficiencies and needs at the project planning and development levels by establishing a "reconstruction with safety" improvements category.
- **Action A.3** - Implement the 1999 Access Management Project recommendations for approach permits as a priority and the other components of the recommended program.
- **Action A.6** - Address safety requirements, including both driver fatigue and personal safety, in updates to the Rest Area Plan.
- **Action A.7** - Conduct a study of pedestrian safety conditions and needs.

- **Action A.8** – Continue to monitor and evaluate animal and vehicle crash mitigation research methods and projects in Montana.

While portions of the following action items from the *TranPlan 21 2002 Update* below have been completed, they remain currently under development and unchanged in this Limited Amendment of *TranPlan 21*:

- **Action A.2** – Conduct a highway safety management self-assessment and implement the recommendations.
- **Action A.4** – Consider results of the 2002 Montana Bicycle Safety Study in addressing bicycle safety issues.

The following action item and supporting text should be revised to reflect current conditions:

- **Action A.5** – Implement the Traffic Records Strategic Plan which will improve the collection and reporting needs to address traveler safety issues.

This action should be oriented towards implementing the traffic records strategic plan that was completed during 2005 and updated in 2007. It is intended to ensure that MDT has the information to evaluate crashes, identify hazards, develop applicable countermeasures, and evaluate performance in improving safety. MDT staff has identified a number of limitations with the current Safety Management System, and other safety related databases. The intent of this action is to implement improvements required to ensure that MDT funds are effectively used to accomplish safety policy objectives. A steering committee, from all departments and agencies involved with traveler safety, will continue to direct and champion this effort to ensure successful development and implementation.

The recommended new action items under *Traveler Safety* Policy Goal A include:

- **Action A.9** - Annually review traffic crash data to identify emerging trends and direct safety efforts.

The CHSP requires that data regarding performance for each emphasis area be tracked and reported annually. This data will be used to identify emerging trends and director safety elements. In addition, the annual element of the CHSP provides descriptions of programs and countermeasures currently underway and provides information on new strategies undertaken in the CHSP, taking into account such trends and efforts.

- **Action A.10** - Use tools in the CHSP (Traffic Records Database and Emergency Medical Services Delivery System) to support transportation safety analysis and enhancement.

Data, trends, tools, and processes in the CHSP are the most recent and comprehensive look at safety in Montana to date and the basis for this policy paper. Where applicable, tools developed as part of the CHSP should be used to support transportation safety analysis and enhancement throughout the state.



- **Action A.11** –Establish a comprehensive and strategic safety business process that aligns the planning steps for at least the four major safety planning requirements in the Federal surface transportation laws.

This action would reduce duplication of efforts and increase efficiency within the department in delivering and managing four major transportation safety programs which include the Highway Safety Improvement Program, the Comprehensive Highways Safety Plan, the Motor Carriers Safety Plan, and the Highway Safety Plan.

To reflect the establishment of the CHSP, the revised language for action under Policy Goal B includes:

- **Action B.1** - Use the established Comprehensive Highway Safety Plan (CHSP) interagency coordination and partnering process to measure transportation system safety performance, identify and prioritize safety strategies, and provide action items for integration with statewide transportation planning.

The above policy goal and actions encompass MDT's on-going efforts to conduct coordinated safety planning for agencies across Montana, including local, regional, tribal, or state. The establishment of specific and quantifiable performance measures will be essential to identifying and prioritizing safety improvement strategies and projects on the state's transportation system. MDT's formation of the standing multi-agency CHSP committee (used to guide the CHSP planning process) is being used to identify and address safety issues at all levels of jurisdiction. This committee represents a wide array of safety agencies representatives. The strategies and projects prioritized through this collaborative process will be coordinated with MDT's corridor planning efforts. The CHSP, primarily the implementation and development of strategies and projects, will evolve over the next several years and will be coordinated and consistent with the next full update of *TranPlan 21*.